

Administration and Finance

MASS.



UNIVERSITY OF MASSACHUSETTS  
LIBRARY

AF 1.2.M38

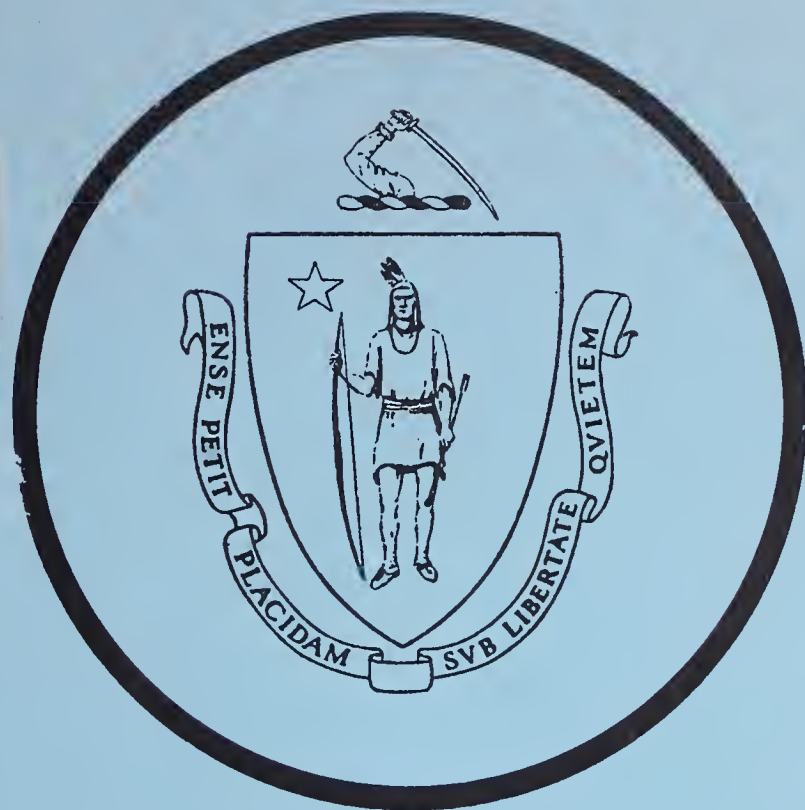
DOCUMENTS

UMASS/AMHERST



312066016563050

di



# massachusetts

## \*firsts

Published by the Executive Office of Administration and Finance

PUBLICATION OF THIS DOCUMENT APPROVED BY ALFRED C. HOLLAND, STATE PURCHASING AGENT

500-12-65-941765

Estimated Cost Per Copy: \$0.70





*The Commonwealth of Massachusetts*  
*Executive Office for*  
*Administration and Finance*  
*State House, Boston 02133*

FOREWORD

For all too long too many people have been emphasizing the areas in which the Commonwealth of Massachusetts is alleged to have been lacking in excellence.

There is nothing wrong with constructive criticism and it would be wrong not to consider such criticism and then take the steps necessary to remedy situations which stand in need of correction. An added measure of introspection and self-criticism will also pay dividends.


However, when all of the emphasis is placed on our shortcomings, or alleged shortcomings, and no attention is focused on our many areas of excellence, we do the Commonwealth a serious injustice. We hurt its reputation both at home and beyond our borders. The high cost of a poor image needs no comment here.

With this problem in mind, a few months ago the Executive Office for Administration and Finance asked the departments and agencies of the Commonwealth to forward a list of accomplishments, generated by the various departments and agencies, in which the Commonwealth could take pride.

The attached booklet of "Massachusetts Firsts" is the result!

We trust that those who have been first to criticize, will be equally alert to this opportunity to praise the efforts of Commonwealth employees and will recognize this as an opportunity to project a bright image of this Commonwealth.

In an effort to keep expense low we have used the multilith process, but we feel that this list of Commonwealth accomplishments deserves better treatment and ultimately it is hoped that this material can be incorporated, in printed form, in a new handbook for Commonwealth employees.



Digitized by the Internet Archive  
in 2012 with funding from  
Boston Library Consortium Member Libraries

<http://archive.org/details/massachusettsfir00mass>

The attached booklet represents a first edition, and it is hoped that each of you will add accomplishments, which have been overlooked, to this list. We hope, too, that you will make certain that this information is given the widest possible distribution.

Extra copies, unfortunately, are not available, but, you are free to reproduce this document in whole or in part, as funds, you may have available, permit.

Many of the accomplishments contained in this booklet are of early historic origin, but many more are of recent vintage, some having been achieved during the past year.

While the actions of a limited few have brought criticism, it should be noted that these accomplishments were achieved by employees of the Commonwealth, by actions of the members of the General Court and by Constitutional Officers.

Every citizen of the Commonwealth has the right and the responsibility to be ever alert to those areas in which we are less than excellent; but, for our common good we all have an equal responsibility to be aware, and to make others aware, of the impressive number of areas in which Massachusetts has shown the way to others.

John J. McCarthy  
Commissioner of Administration



## MASSACHUSETTS "FIRSTS"

Massachusetts is a State with a notable record of "firsts" to its credit, from its oldest continuing Constitution--the model for the Constitution of the United States and those of many other States, just as the classic State House, for decades the most prominent public building in the United States, served as a pattern for other Capitol buildings.

The Constitution is largely the work of the first Massachusetts man to become President of the United States, John Adams, the lawyer, diplomat and statesman who succeeded George Washington.

It provides for separation of the legislative, executive and judicial branches of the government "to the end that it may be a government of laws and not of men."

It contains the first provision for the encouragement of education, stating that "Wisdom and knowledge, as well as virtue, diffused generally among the body of the people" are "necessary for the preservation of their rights and liberties."

The Constitution of Massachusetts is not only the oldest state constitution in use in the country, but the oldest written constitution in use in the world.

Like John Adams, the men and women who have served Massachusetts through the generations in elective office and in the State agencies have pioneered, have originated and have established a notable record of "firsts" in war and peace, in education and science, in the humane treatment of the indigent, the deranged and the criminal.

A list of "firsts" - nationally and within the Commonwealth - in which the people of the State's departments take justifiable pride, follows. Thanks to the dedication of the men and women who have succeeded Adams and his contemporaries in the public service of the Commonwealth, the list of "firsts" continues to grow.

### MILITARY DIVISION

Not because we glory in war--indeed, the motto of Massachusetts is "By the sword we seek peace, but peace only under liberty"--- but because here was fired the first shot in the struggle which led to the founding of the United States of America this listing opens with the "firsts" of our Military Division.

The first organized military units in the nation, now the 101st Engineers and the 182d Infantry, were established here in 1636.

The first in the nation to fight for independence were Massachusetts men---at Lexington and Concord in 1775.

The first to report for duty and shed blood in the Civil War were Massachusetts men, at Baltimore in 1861.

The first National Guard division in France in 1917 was the 26th (Yankee) Division. With traditional patriotism the Legislature appropriated funds for its equipment.

The first fighter wing in Europe during the Berlin crisis in 1961 was the 102d of Massachusetts.

Massachusetts is the national leader in development of armory construction criteria; and built 29 modern armories within eight years.

#### AERONAUTICS

The first anti-noise regulation to protect the public interest in areas surrounding a major air terminal was applied to Logan International Airport in 1948. This is now standard practise in the vicinity of all large metropolitan airports.

Favorable tax treatment to encourage development of privately owned airports available for public use was first granted in Massachusetts in 1957. Other states have copied this statute.

Power to control erection of obstructions to air traffic in approaches to airports was granted the Aeronautics Commission in 1960, the first such legislation in the nation.

The first Federally-aided low-cost runway lighting system in the nation was installed at Southbridge in 1961 and the first low-cost high intensity approach lighting system is under contract at Pittsfield.

#### OLDER CITIZENS

The first permanent Commission on Aging in any state was established in Massachusetts in 1954.

The first local Council on Aging was created in Springfield in 1954. First in the nation legislation provides for local councils and appropriates funds for their use.

### AGRICULTURE

Despite the density of population, Massachusetts still produces crops worth \$150,000,000 at the farm level. This does not include agricultural processing and distributing firms. Four of every ten persons employed in the Commonwealth are engaged in some phase of agriculture.

The State was a pioneer in compiling producer's prices in principal market areas and making these and country-wide F.O.B. prices available to the trade and public.

The quality of Massachusetts milk is the highest in the United States as a result of rigid standards and rigorous enforcement.

### APPELLATE TAX BOARD

Taxpayers, large and small, are safeguarded against paying more property tax than the law requires by the first Appellate Tax Board created in any state. The organization of the Massachusetts board, and in many cases its rules, have been copied by other states.

### BANKING

The first charter issued by a State to a savings bank was granted to the Provident Institution for Savings of Boston in 1817.

The cooperative bank system had its beginnings in Massachusetts in 1877, with ten banks incorporated under first in the nation legislation passed by the Legislature that year.

Massachusetts was the first State to establish a Banking Department; to audit chartered banks annually; to examine chartered banks annually and to require annual audits by approved independent firms of certified public accountants; to adopt a model credit union law (1909); to establish a Board of Bank Incorporation (1909); to establish a School Savings System (1911) and to authorize savings banks to sell life insurance over the counter. This system, after 58 years, has 600,000 policies outstanding representing insurance totalling more than \$1 billion.

In these areas, Massachusetts has been a pioneer for many other states.

### CIVIL DEFENSE

The underground Emergency Operating Center of the Massachusetts Civil Defense Agency at Framingham is the first constructed in the United States.

The national pilot training program for lay personnel in operation of 200-bed Civil Defense emergency hospitals is conducted by the State CD Agency at Fort Devens. Students from all parts of the nation have been trained there.

The Department of Defense has rated the Massachusetts CD Training Academy at Topsfield first of its type in the nation.

The Massachusetts Bay Transportation Authority subway system is the first to be included in a shelter program in any United States metropolitan center.

### COMMERCE AND HOUSING

Massachusetts was a pioneer in establishment of a branch in its Commerce agency geared to the needs of women. Seminars and workshops open up new opportunities for women.

The promotional program of the Department of Commerce received the New York Times annual award as the best in the United States.

National television programs have originated, with the cooperation of the agency, from Tanglewood, Old Sturbridge Village, Plymouth and other historic spots.

Massachusetts is the first State to have undertaken state-sponsored public housing for elderly people of low income. Through June, 1965, 6000 units were in occupancy, nearly twice as many as in New York State and 2000 more were under construction or ready for bid.

### COMPTROLLER'S DIVISION

Pioneered in use of electronic data processing equipment in State government. Developed informative manuals and booklets on accounting for use in State agencies. Explains the finances of the Commonwealth in layman's language in a financial report published annually.

Published the first orientation manual for new employees prepared by any State agency.

Began publication in 1953 of the first monthly report of State funds in the history of the Commonwealth.

## CORPORATIONS AND TAXATION

Developed the three factor "Massachusetts Formula" for apportioning the income of corporations doing business in more than one state or country. This formula has been adopted in many states and a number of other countries.

The department takes pride in the fact that it installed an income tax withholding system involving 120,000 employers and 2,000,000 employees in only nine days after legislation was enacted and in improved operational methods which permitted it to cope with an increase from 1,400,000 to 2,700,000 returns and a 108 percent increase in revenue to \$600 million during the last twelve years.

## CORRECTION AND PROBATION

Massachusetts has many firsts and near firsts to its credit in the area of corrections. Ideas originated here spread to other jurisdictions and improved the nation's management of the crime problem, notably in humanitarian and rehabilitative treatment of offenders. The State has long been a center of experimentation in methods of dealing with delinquency and crime.

Probation, perhaps the most effective tool developed by society for coping with crime and the criminal, had its inception in this State.

John Augustus, a Boston cobbler, began in 1841 a humanitarian career of rehabilitating criminals from which flowed the concept of Probation. In the first legal recognition of this method of rehabilitation in the world, the Mayor of Boston was authorized by an 1878 statute to appoint a probation officer. In 1891, this power was transferred to the judges, and the system reached its full development.

Juvenile Offenders: Massachusetts was early and effectively in the field of special handling of juvenile offenders. Long before the establishment of the first juvenile court in America, it was provided by law that Massachusetts judges handling juvenile cases be known as "Trial Justices of Juvenile Offenders."

As early as 1869, Massachusetts law required the presence in court of a "State Agent" when application was made for commitment of a child to a reformatory. A statute of the following year directed that in Suffolk County cases of children under sixteen be heard "separate from the general and ordinary criminal business" and that elsewhere the "hearing" be before probate rather than criminal courts.

This was the germ of the modern concept of protecting the child in court. The system of separate handling was extended to all State courts in 1872.

Massachusetts set up the first State-wide centralized criminal records system in its Board of Probation and originated medical social work.

Not reluctant to adopt humanitarian concepts developed elsewhere, the Commonwealth opened a "House of Refuge" for children in 1826, less than a year after the prototype was established in New York.

The Camp Concept: Correctional conservation camps were established at Monroe, Plymouth and Warwick in 1951 following study of the systems in Michigan, Wisconsin and California. Located in State forest areas, they employ prisoners considered good subjects for rehabilitation in improving recreational areas, redevelopment of forest areas and when needed, in firefighting.

Yet the entire "camp" program originated in Massachusetts as early as 1903 when the Legislature authorized acquisition of land in Rutland and construction of a dormitory for prisoners who would develop and work a large farm. Later the camp was used for tubercular prisoners and a hospital was constructed. As far back as 1908, authorization was given for transfer of prisoners from the Reformatory and State Farm to Rutland Camp. The camp was closed in 1934, following the 1933 transfer of patients from the camp hospital to the hospital at Norfolk Correctional Institution.

New Rehabilitation Ideas: Norfolk, built between 1927 and 1935, itself was a Massachusetts innovation in correctional thinking. Designed for the more hopeful type of inmate, it was set up to resemble a New England Village. It includes the first accredited prison hospital in the country, with facilities used for scientific studies in cooperation with medical schools of the area.

Nearly 150 years ago, in 1817, the Massachusetts Commission on Prisons first developed the concept of the "Half-Way House", with the basic idea of gradual release from strict confinement to complete return to society. The concept is the same today. More than a century ago, in 1864, a privately owned home, supported in part by State funds, was opened in Dedham for women discharged from jails and houses of correction.

At present, Half-Way Houses for men and women are sponsored by the Friends of Framingham and Alcoholics Anonymous.

#### EDUCATION

Concern of the citizens of Massachusetts for public education has been outstanding since Colonial settlement. No other State has chalked up as many "firsts" in this area of vital concern.

The first free public school opened in Boston in 1635; in the 1640's the first two school laws in the New World were enacted; between 1821 and 1852 the first high school, the first training school for teachers, the first compulsory school attendance law and the first State Board of Education came into being here. Secretary of this first Board of Education was Horace Mann, whose name was to become synonymous with progress in education in the United States.

Resigning from the State Senate, which he had served as President, Mann began a crusade destined to set the course of education in the United States for generations. He worked for--and saw adopted throughout the nation--teacher training schools, a longer school year, coeducation, elective courses and education without sectarian influence. Eagerly awaited in other States and nations were his annual reports to the Board of Education, which were studied for the ideas proposed and the information compiled.

Pilot Programs: The pioneering spirit of Mann is still reflected in the Department of Education. Currently, in cooperation with the United States Office of Education, the Department is conducting the first pilot program in the nation in the use of computers as a teaching aid in mathematics and a team learning project in the same subject, in which students, individually or in pairs, move through junior high school mathematics at their own rate of speed.

The Department has recently developed modern foreign language workshops for teachers; is participating in the international teacher development program in which 98 cities and towns have cooperated; has initiated a junior high school evaluation program and has prepared a manual to instruct local school officials in the development of guidance services in elementary schools.

The expansion of the University of Massachusetts, the opening of its Boston extension, the establishment of a Massachusetts Medical School, the steady updating of curriculum and facilities in the State College system, in which the tri-mester calendar has been installed, and the rapid growth of the community college organization are evidence that the pioneering spirit of the State in the field of education has not been stilled.

#### EMPLOYMENT SECURITY

The employment security law, enacted in Massachusetts in 1935, is social legislation inspired by the wide-spread unemployment and hardship of the depression years. It is not surprising, in view of the constant preoccupation of the people of the State with social reform in such areas as care of the mentally and physically ill, the criminal and the needy, that a proposal for a system of state sponsored unemployment compensation was advanced here as early as

1916 for the first time in the nation. Ten years earlier, the second oldest public employment service in the country had been established here. This system has grown to 47 employment offices and 47 itinerant offices operated in major population centers by the Division of Employment Security in connection with its administration of the Massachusetts Employment Security Law. These find an average of 200,000 jobs per year for people of the State.

Retraining: The emphasis placed by the Federal government today on retraining persons affected by instability of employment due to such factors as technological advances, removal of firms and economic changes, reflects a concern felt in Massachusetts in 1956. The State in that year became the first in the nation to enact legislation allowing compensated manpower training for the unemployed. The Employment Security Law was amended to permit individuals to collect unemployment benefits while enrolled in an approved training course.

Massachusetts was one of the first states to pay unemployment benefits and has pioneered in many improvements in the system since it was established.

Career Workers: The Division takes pride in its intra-agency employee relations, stressing that it has a larger number of career civil service employees and workers with twentyfive or more years of service than any other State agency.

This has been achieved by operation of a career service, with promotions to higher positions from within, allied with long standing inservice and outservice training programs.

Modern Management: The Division credits its ability to meet rapidly changing work loads, to collect \$133 million annually, to audit 430,000 tax returns each year, to find employment for 200,000 men and women per year and to handle such programs as Manpower Development and Training and Nationwide Job Clearance to its adoption and utilization of modern management methods.

The Division maintains a formal organization and management program based on systematic planning and evaluation; operates an organized Standards, Methods and Planning Department to provide technical assistance to all bureaus in developing efficient methods and procedures; maintains a time distribution plan based on assigned codes and time values for each operation; develops and maintains a budget for all operating bureaus on a workload basis; maintains complete written procedures and a handbook series for all key bureaus; uses a comprehensive operations manual system for unifying administration; analyzes personnel records on basis of occupation, age, length of service and sex; maintains a year-round inservice and outservice training program for all employees; operates a supervision and inspection program for frequent evaluation of all operating and line functions; maintains a complete perpetual inventory of

equipment and supplies; operates a complete data processing system for payment of benefits, collection of taxes, Division research and reporting activities and processing payrolls.

Research: The Research Bureau has developed a program which provides the most complete and current information available in the Commonwealth on matters involving employment, wages and unemployment both on a State-wide basis and in individual communities. Its studies, made both by staff personnel and by colleges under contract, cover employment trends on both long and short range projections, financing of the unemployment insurance program and costs of legislative proposals in its field. Its studies are used by labor and management organizations, legislative committees, colleges and universities and research organizations.

### HEALTH

Responsibility for preservation of the physical and mental health of its citizens and treatment of those afflicted was recognized and assumed early by the Commonwealth of Massachusetts. These activities are largely carried out by two major departments, Mental Health and Public Health, although several other agencies are also concerned to a degree.

As in the field of education, this State pioneered and its developments in hospitalization, therapy, medication and treatment have been widely adopted throughout the nation and the world.

Public Health: The Sanitary Commission, chaired by Representative Lemuel Shattuck, returned in 1850 a classic report which gave the original impetus to sanitary engineering as it is known in the nation today.

The early interest of the people of Massachusetts in public health is indicated by the fact that Paul Revere was president of the first city health board in the nation at Boston.

A State Board of Health---the first in America--was established by an 1869 act of the General Court. The framers of the act, guided by the Shattuck report, showed an amazing grasp of sanitary needs by assigning to the board duties which are still an integral part of its work.

The new board, and its successor department have established a notable record of "firsts" to which they have added as recently as this year.

Pure Water: The Lawrence Experiment Station for research in water treatment and stream purification was established in 1887--the first of its kind in the world. It was nearly fifty years before the United States Public Health Service established a similar

laboratory, modeled on the Massachusetts prototype.

The internationally known laboratory for bacteriologic and diagnostic service was established at Forest Hills by the distinguished Dr. Theobald Smith in 1895. The laboratory also produced diphtheria antitoxin.

First Sanatorium: The first State tuberculosis sanatorium in the nation was erected at Rutland in 1896. Research here and in other State institutions has provided a notable Massachusetts contribution to the check of this disease.

Just before the turn of the century, in 1899, a first in the United States study of cancer and its prevalence in the population was carried out by the State Board.

The first coordinated cancer program in the country began in 1919 when the Legislature made an appropriation for the prevention and control of the disease.

Massachusetts opened the first cancer hospital in America at Pondville in 1926.

The first shell-fish purification plant in the United States was established at Newburyport in 1928, operating under rules of the Department of Public Health.

Infant Health: The first statewide program for the detection of phenylketonuria in newborn babies was established in Massachusetts in 1962. More than thirty infants have been saved from brain damage in less than three years. The program was developed by doctors of the diagnostic laboratories, and is one of the great achievements of the Department. It is a model for other States and nations.

Handicapped Children: A closed circuit educational television system was installed at the Massachusetts Hospital School in 1965--the first installation in this type of institution in the United States. The Hospital School itself has a notable record of "firsts" in the care of handicapped children.

It is the first and only state institution in the nation to have a comprehensive high school. The school is completely accredited. Two of its graduates have been elected to Phi Beta Kappa in college. It is the first and only State institution to train teachers for special education of the physically handicapped. This program was established in 1948 in cooperation with Tufts University. Graduates have established classes for the handicapped throughout the nation and in Canada.

The hospital introduced ceiling projectors and prism glasses to enable patients to read and study in bed.

Great Research Center: The Forest Hills Laboratories have made notable contributions to the health of the citizens of the world, as well as of Massachusetts. As a public agency they are able to undertake programs of possible public health value even when it is certain that these could not make a profit. They have benefited from the free and enthusiastic collaboration and advice of the top experts in immunology, biochemistry and infectious disease who practise in the State. Massachusetts was the first State to provide free diptheria antitoxin, prepared at the laboratories, for its residents (1895). The policy saved 10,000 lives in the first seven years.

Discoveries: A cure for influenza bacillus meningitis--commonest cause of acute meningitis in infants was developed in collaboration with Children's Hospital and Harvard Medical School (1927). The serum was copied and even improved elsewhere, but Massachusetts was the pioneer.

Placental extract, a serum for the prevention or modification of measles was developed and produced beginning in 1934 in collaboration with the same institutions. Massachusetts was first--now the serum is used throughout the world.

Preparation of human blood fractions for the treatment of shock and the treatment of hepatitis and measles was developed in collaboration with the late Professor E. J. Cohn between 1941 and 1945.

The first state blood fractionation program was developed with the assistance of a private foundation. Massachusetts is one of two states which prepares its own serum albumin and gamma globulin. Massachusetts was the pioneer in demonstrating that such a program could be based on use of outdated blood from cooperating hospital banks. This means that Massachusetts not only has more of these valuable fractions available for emergencies than other states but that it utilizes outdated blood which would be wasted elsewhere.

Diptheria toxoid, free of contaminating proteins was developed in collaboration with the late Professor J. H. Mueller of Harvard Medical School between 1935 and 1941 in a world first.

The result was a great reduction in the risk of sensitization and of reactions from the toxoid. Virtually every laboratory in the world has adopted this method.

The more difficult problem of preparing a tetanus toxide free of contaminating protein was solved by the same collaborators in 1954, after fourteen years of research. The Massachusetts method is in world wide use.

The biologic laboratories are the first anywhere, government or private to prepare a tetanus antitoxin from normal blood plasma. This reaction free product is available on a limited bases, to replace the older tetanus antitoxin which causes frequent and sometimes severe reactions.

Mental Health: The great developments in the care and treatment of the mentally ill and mentally retarded--the change in approach from permanent confinement to curative treatment, improvements in medication and therapy, the modern reliance on preventive methods in local day clinics--all started in Massachusetts and have been adopted nationally.

Massachusetts has been a pioneer in most of the important advances now accepted as proper, routine therapy procedures in mental hospitals and schools for the retarded throughout the country.

Senator Horace Mann, noted for his contributions to education, was also in the forefront in the effort to improve the appalling conditions in which the mentally ill found themselves. With the support of his colleagues, he secured approval for the construction at Worcester of the first New England hospital for the care of the mentally ill. Save for a short-lived hospital in Williamsburg, Virginia, this is the first State mental hospital established in America.

This was the first important change in the miserable, heartless treatment of the mentally ill. The first direct legislation concerning the mentally ill was enacted in Massachusetts in 1676. It entrusted the care of the dependent mentally ill to the selectmen. Until Mann's action, jails, almshouses, poorhouses, attics and cellars were the best shelters offered to these suffering individuals whose only offense is that they are ill.

Dorothea Dix, Massachusetts educator and humanitarian, and Dr. Samuel B. Woodward, first superintendent of Worcester State Hospital, were the next to join the struggle for enlightened treatment. Responding to their pleas, the Legislature in 1843 passed the Massachusetts Hospital Bill, which permitted enlargement of the asylum at Worcester. Miss Dix went on to an international crusade, and this Massachusetts woman was responsible for the construction or enlargement of 32 hospitals in the United States and Europe to provide more humane surroundings for the mentally ill.

Her co-worker, Dr. Woodward, became world famous for his success in psychiatry, and became the first president of the American Psychiatric Association, serving from 1844 to 1848. That Massachusetts has consistently produced leaders in the field of psychiatry is demonstrated by the fact that the presidents of the Association for 21 of the past 50 years have been born or trained in this State. All of the Medical Directors of the Association have been Massachusetts born or trained.

The Massachusetts Legislature, the Governors, in growing and continuing wisdom and tolerance toward those with mental problems, have, over the years, attempted to reduce the stigma placed by the

society on these unfortunates.

The State Board of Charities was organized in 1864, to place responsibility for the mentally ill with a State agency. This was replaced in 1879 with the State Board of Lunacy and Charities and in 1898 with the State Board of Insanity.

With growing recognition of the real nature of the problem, the 1916 Legislature created the Commission on Mental Diseases which eventually, in 1938, became the Department of Mental Health.

Community Centers: The first emergence of the present concept of community mental health facilities located in population centers as the ideal method for combatting this number one health problem occurred in Massachusetts.

The Board of Insanity, in its annual report in 1902, stated, "Ultimately each principal center of population according to the urgency of its need, should command the accessibility of such an institution to facilitate the early treatment of acute cases and promote the convenience of relatives and friends."

Thus, in Massachusetts, in 1902, the present accepted method of early treatment community centers was first proposed. The Board established the first such center in the nation in Boston in 1912 as Boston Psychopathic Hospital. Now the Massachusetts Mental Health Center, it has many notable accomplishments including the training of a high percentage of the nation's practitioners and professors of psychiatry.

Mental Health Center Achievements: The first continuously operating mental hospital outpatient department. The first day hospital for mental patients. Application of psychology to psychiatric treatment began there. The Army Alpha psychological test for World War I recruits was developed. The first application of the Binet-Simone test for retardation. The first Division of Therapeutic Research in a State institution was established. Group therapy for alcoholics was initiated in 1916. Pioneering efforts in fever therapy were made. The first trials of penicillin to control neuro-syphilis were conducted. Child psychiatry was introduced. The concept of social psychiatry was first introduced. Social scientists were first developed.

New Treatments: Massachusetts has always been a leader in the application of new treatment methods. The first trials in the use of thorazine, insulin shock and modified electric shock treatments, and experiments with hallucigenic drugs all were conducted here.

The Home Treatment Service, which has been so successful in providing alternatives to hospitalization, was originated at Boston State Hospital in 1957. This unique program of community service

won the American Psychiatric Association's Gold Medal for Mental Hospital Achievement in 1964.

Many of the institutions under the jurisdiction of the Department of Mental Health are "firsts" in their fields.

Walter E. Fernald School opened in 1851 as the first state school for the retarded in the country. Its innovations in the care and treatment of the retarded have been recognized internationally. The first university and medical school (Harvard and Tufts) research and training center operated in collaboration with a State school for retardates will soon be erected on the Fernald grounds.

Cushing Hospital, second largest fully accredited geriatric hospital in the nation, is the first ever operated by a State Mental Health Department to combine treatment and rehabilitation of aged persons suffering both physical and mental disorders.

North Reading Rehabilitation Center is unique in being the first facility to provide exclusively for the social and vocational training of adolescent retardates.

The Children's Unit at Metropolitan State Hospital is the first unit exclusively devoted to the care of emotionally disturbed children. The Green Unit for the Blind at Fernald School is the first to be devoted exclusively to the care of blind retarded children. Modern research in mental illness is considered to have begun at Worcester State Hospital in 1898. Chaplaincy services were first provided at this institution, as was the first application of group therapy, family care for mental patients and the half-way house concept for male farm patients.

The first use of student volunteers was at Phillips Brooks House and this practice has been adopted by many other institutions throughout the country.

Mentally Ill Offenders: The State's contributions in the field of services to and for the mentally ill offender have been numerous.

The development of a Division of Legal Medicine within the Department of Mental Health to give psychiatric services to correctional institutions, the Youth Service Board, to courts and the divisions of Parole and Probation, is unique to Massachusetts.

The State was the first to enact a law to segregate defective delinquents (1911).

Psychiatric services were first provided to an adult court in Boston (1913). The Briggs Law was the first in the United States to require examination by two court appointed psychiatrists of persons indicted for capital offenses or repeated felonies (1921)

The Drug Addiction Center at Boston State Hospital under the joint jurisdiction of the Departments of Mental Health, Public Health and Correction is unique to Massachusetts as is the joint care of the dangerous sex offender by Mental Health and Correction.

In-Patient Reduction: A downward trend in mental hospital in-patient populations was announced nationally in 1956 and has continued for nine years despite large increases in the general population and the number of admissions.

The Massachusetts in-patient reduction began in 1954 and has continued for eleven years.

Nationally, the decrease is 10.9 percent. The Massachusetts decrease is 26.8 percent.

When the United States Congress established a Joint Commission on Mental Illness and Health in 1958 to evaluate and analyze the needs of the mentally ill of the country and to recommend a national mental health program, it was the then Commissioner of Mental Health of Massachusetts who was designated Director. Many of the members were drawn from this State.

Following the report of the Commission, it was Governor John A. Volpe of Massachusetts who first followed its recommendations by holding the nation's first Governor's Conference for Action on Mental Health in Boston in May of 1962.

### INSURANCE

Massachusetts has always been an outstanding insurance state and has been a pioneer in advances in the business and legislation to safeguard policy holders.

The first state insurance department in the nation was established here (1855).

Even earlier, in 1836. the Legislature passed the first law regulating investments by insurance companies and required that these be prudent and wise.

Elizur Wright, insurance commissioner from 1858 to 1867, became known as the "Father of Insurance" and was one of the three charter members of the Insurance Hall of Fame at Ohio State University.

Wright made a number of major contributions to the stability and growth of the insurance business. The Massachusetts Valuation Law, enacted on the last night of the Legislative session of 1858, was the first statute to test the adequacy of assets of insurance companies to cover claims. Its adoption by other states and countries is considered responsible for the stability of insurance today. Wright's non-forfeiture law requires companies to continue coverage for a period of time for policy holders who through illness or for other reasons become unable to pay premiums. It is now part of the insurance code of nearly every state and nation where policies are sold.

Savings Bank Insurance: A great Massachusetts citizen, Louis D. Brandeis, later a Justice of the Supreme Court, for whom Brandeis University is named, developed the concept of savings bank life insurance. The Massachusetts law, passed in 1907, is the first to permit savings banks to sell insurance. Savings Bank Life Insurance is the lowest cost private life insurance available in the United States. More than one billion dollars is in force. With the advent of the automobile, a new field of insurance opened. The first automobile policy issued in the country was granted here (1902). The first, and for thirty years the only compulsory automobile insurance law was enacted in Massachusetts in 1925 and became effective January 1, 1927. Virtually all states now have compulsory insurance or financial responsibility laws.

Group Life-Hospital-Surgical-Medical Insurance: The first contributory program of group insurance combining life and health insurance for state employees was established by Massachusetts in 1955. The State contributes 50 percent of the premium. Shortly thereafter, New York State used this law as a model for its own program. Fourteen other states now have similar contributory systems.

Health-Welfare and Retirement Trust Funds: This was one of three pioneer states in the enactment of legislation to regulate and supervise the management of health, welfare and retirement funds for the protection of the benefits to which participants and their beneficiaries are entitled. The law became effective in 1958. Plans under the jurisdiction of the Health, Welfare and Retirement Trust Funds Board cover nearly a million persons. The Board has resolved 750 complaints, grievances and violations.

#### LABOR AND INDUSTRIES

The expansion of industry in Massachusetts in the early 19th century was closely followed by public recognition of the need for industrial health and safety controls, adequate working conditions and suitable hours of employment.

A first in the nation study of child labor, and this from an educational standpoint, was ordered by a joint legislative committee of the House and Senate in 1825. Legislation was passed in 1836.

Backed by public opinion, the Legislature in 1842 enacted the first law on the American continent regulating working hours for children. The first protective legislation for women and minors followed in 1874 and the first statute in the United States relative to safeguarding industrial machines was passed in 1877.

Minimum Wage: A major social question of the first decade of the 20th century was that of a minimum wage. Public sentiment became aroused over industrial conditions for unskilled female labor and it became plain that the people of Massachusetts were determined to establish a decent standard of living for all.

Concerted action led to the creation of a Commission on Minimum Wage Boards on May 11, 1911 with instructions to study wages of women and minors. The Commission concluded that any industry permanently dependent for its existence on underpaid labor was of questionable value to the economy of the Commonwealth. Creation of a Minimum Wage Commission was recommended.

The first minimum wage bill in the United States was enacted by the Legislature on June 4, 1912. It granted the Commission the right to publish names of non-complying employers as it saw fit. During their Legislative sessions of 1913, eight other states followed the example of Massachusetts in passing minimum wage laws.

Labor Statistics: The first governmental agency--the Bureau of Labor Statistics--established "for the gathering and compilation of statistical data relating to the welfare of the wage-earning classes of the population" was organized in Massachusetts in 1869. Its successor--the Division of Labor Statistics--published in 1964 its 79th census of manufactures in a continuous series dating to 1886. The census reports provide Massachusetts with an industrial history not possessed by any other State.

Standards: The State's laws governing administration of weights and measure, establishing primary standards, providing for testing of weighing and measuring devices and providing penalties for giving insufficient weight or measure are the first in the United States, dating back to 1637.

Massachusetts was the first State to provide for high standards of quality and sealing of clinical thermometers; to require an air eliminator in dispensing petroleum heating products; to require examination and licensing of leather measures; to design and make adequate provers to determine accuracy of meters for delivery of liquid petroleum products; to provide adequate facilities for testing heavy capacity scales; to provide a standard of quality for solid fuels; to require price per pound markings on pre-packaged fish, meat and poultry and to provide its municipalities without charge standards and balances of mass, volume and length.

Necessaries of Life: The State Division of the Necessaries of Life was the first in the nation to provide a monthly cost of living index; to establish standards of quality for motor fuels and oils and to regulate methods of advertising at filling stations to eliminate bait advertising.

Apprentice Training: Massachusetts, twenty years ago, recognized the need for supervision of apprentice training as a service to youth and industry alike. Through December 31, 1964, the Division of Apprenticeship Training registered 48,029 apprentices, involving 22,173 companies in 240 trades.

Approximately 80 percent of the apprentices were veterans of World War II and the Korean War. The Division, in cooperation with the Division of Employment Security, developed in 1952 a first in the nation Work Policy, designed to "improve the use and productivity of all segments of industrial manpower."

Since the policy has been in effect 400 apprentices a year have been placed by the Division through the regional Employment Security offices. Working in cooperation with electronics manufacturers, the Division in 1957 developed the first comprehensive technician training program for this industry.

Older Workers: The Massachusetts Division and Council on the Employment of the Aging in the Department of Labor and Industries was established in 1954, the first such agency in the United States. The Division and Council is in a different category than those in other states because in addition to investigations, reports and recommendations, they are empowered to "take action" on some of their findings. Interest in this problem began in Massachusetts in 1916.

Occupational Hygiene: The State's Division of Occupational Hygiene is one of the first three such units established in the country. It is rated informally by the United States Public Health Service as among the best ten programs of occupational health in the nation. Dating from 1934, its Chemical, Engineering, Medical and Nursing sections have made pioneer studies and developments to safeguard the State's workers. Examples--development of several methods of analysis of air; the first studies of exposure to chlorinated naphthalene; development of ventilating systems to control the granite dust hazard; development of a protection guide for radium dial painters study of berylliosis in lamp manufacturing; the first survey of plant health and medical personnel, and an eight year research program in excretion of industrial poisons, financed by the United Public Health Service.

The Division developed the first classification system for an industrial hygiene library which has been widely copied.

Industrial Accidents: The Workmen's Compensation Law, as enacted in Massachusetts in 1912, is considered one of the most progressive pieces of legislation of this century. A complete departure from the common law bearing on the rights of workmen injured while employed, it affects the lives of virtually every person in the Commonwealth. It presented an entirely new plan for securing justice to the injured workman and laid down the principle that all work accidents should be compensated on a prescribed scale based on wages, severity of injury and length of incapacity.

A simple, inexpensive, fast moving procedure to bring the injured workman his compensation without delays, technicalities and costs encountered in court litigation was provided by creation of the Division of Industrial Accidents. Only two States had enacted such legislation prior to Massachusetts.

The Division processed 232,000 reports of accidents in 1964. Employees of the Commonwealth are covered by the provisions of the Workmen's Compensation Law and a section of the division devotes its time exclusively to processing these cases.

#### LIBRARY AND ARCHIVES

As might be expected in a Commonwealth whose seat of government opened in 1798, is referred to as the "New" State House, the library and archives of Massachusetts have manuscripts and records dating from the times of the first settlers; The earliest newspapers and broadsides of America and priceless historical documents.

Bradford's Journal: The oldest American manuscript extant, Governor William Bradford's "Of Plimoth Plantation", 1620 to 1647, is the property of the State Library and is displayed in the Archives Museum for examination by the public and for its own protection.

The manuscript records the struggle of the Pilgrims to achieve freedom in the New World. The priceless journal is a foundation document of American history. Its writer not only lived through the dramatic period but as Governor on several occasions was a vital factor in shaping the destiny of the men and women who planted the seeds of a great State and nation on the shores of Massachusetts Bay in the winter of 1620.

Taken from Boston at the outset of the Revolutionary War, it was retrieved more than a century later, in 1897, from the library of the Lord Bishop at Fulham Palace in England.

The Library and Archives also contain such artifacts as the sword and chair of John Endicott, Governor of the Colony on five occasions, the first in 1629, and the musket used by Major John Buttrick

when the Massachusetts volunteers engaged the British regulars in the fateful skirmish at North Bridge, Concord, on April 19, 1775.

Other treasures on exhibition are the Massachusetts-Bay Colony Charter granted by King Charles I in 1628-29 which was brought here by John Winthrop in the Arbella in 1630; the Province Charter of 1726, which gave the Royal Governor power to veto the choice of a speaker by the House of Representatives.

The Act Against Piracy of 1686 and documents of the imprisonment and execution of Captain Kidd in Boston in 1699; treaties with the Indians; records of the witchcraft trials of 1692 and muster rolls and documents of the French and Indian Wars are displayed.

Revere Engravings: Paul Revere's engraved plates, from which the famous prints of the landing of British troops in 1768 and the Boston Massacre of 1770 were printed, can be seen. The plates came into the possession of the Commonwealth when Revere, short of copper because of the Revolutionary War used the reverse sides for the printing of currency.

Massachusetts Constitution: Of great national interest is the Massachusetts Constitution of 1780, on which the Constitution of the United States was so largely based, and a copy of the message of 1788 in which Massachusetts ratified the Federal Constitution and recommended addition of a Bill of Rights.

The State Library, known as the Fingold Memorial Library, has nearly 1,000,000 volumes in one of the largest reference and research collections in the nation.

The Massachusetts act of February 16, 1811, which established the State Library, provided that three sets of all statutes previously enacted be sent to each of the other states "for the use of their respective governments. And also, three sets of all the Statutes which shall hereafter be published to each of the States of the union that shall agree to forward their statutes in return".

The Massachusetts Act led not only to a system of interchange between the states but gave the original impetus to the present system of state libraries throughout the country.

The Library is a storehouse of information concerning every State in the nation, of practically everything concerning the United States as a whole and has one of the most complete collections of foreign laws--embracing 300 countries--in the world.

## METROPOLITAN DISTRICT COMMISSION

Public officials throughout the world for three quarters of a century have looked to Massachusetts for answers to the metropolitan district method of providing basic public services.

The answers have been available in the Boston area for that long period, answers always new and increasingly comprehensive. The nation's first legally constituted metropolitan district--the Metropolitan Sewerage Commission--was created by the Legislature in 1889.

The Metropolitan Parks District--again the first--was established in 1893 and the Metropolitan Water Board--another pioneering venture--came into being in 1895. The three agencies were consolidated as the Metropolitan District Commission in 1919 to provide greater efficiency and economy. The basic concept--that the cities and towns of the metropolitan area would derive greater benefits at lower costs by joint operation of vital services--has been proven valid in the intervening years.

The agency today serves 50 cities and towns in one or more ways--31 for water, 37 for parks and recreation and 40 for sewerage. The Metropolitan District Police--a force of 493 officers--protects its property, patrols its highways and safeguards the citizens using its facilities.

A population of 2,310,000 is within the districts served by the Commission, which embrace an area of 544 square miles.

The sewerage district replaced 40 separate systems with an integrated facility of 180 miles of trunk sewers. Under a \$100 million program for improving and extending the system and providing pollution control another 38½ miles are nearing completion.

Water Supply: One of the world's largest domestic water supply and distribution systems has been developed by the Commission. It supplies the metropolitan area with 230,000,000 gallons per day, and is increasing this capability to 300,000,000 gallons daily. The Quabbin Reservoir, with a capacity of 413,000,000 gallons, is the world's largest domestic water supply storage facility. The careful planning of the agency, combined with the concept of a regional attack on a basic need, permits the Commission to assure the 2,000,000 persons it serves that they will face no water problems for years to come. The system, as it exists, is designed to meet projected population needs until at least 1975. Studies and plans in process will provide additional sources to insure a safe yield to serve an expanding population through the year 2000.

Parks: The public today recognizes the need for and demands retention of open spaces. It is a subject of grave concern at Federal, State and local levels.

Massachusetts was far in the forefront of this movement when the Park System was created in 1893 to acquire, safeguard and develop recreational areas and park reservations. This early awareness of the people of the metropolitan district has enabled the Commission to acquire and preserve 12,500 acres of park land.

Acting on their own, it would have been impossible for the individual communities to have accumulated and developed these areas or provide a parkway network and varied recreational facilities.

Recreational functions and installations include five major reservations, 14 artificial ice skating rinks, 17 salt and three freshwater beaches, 14 swimming pools, two golf courses, two zoos, dozens of playgrounds; tennis, handball and basketball courts; picnic areas, foot trails and bridle paths, a ski-tow and slopes, a museum, the Hatch Memorial Shell and a dozen neighborhood bandstands for summer concerts, and a number of historical sites and monuments. These are all part of the first metropolitan parks system in the United States and remain perhaps the best patronized.

River Basins: The magnificent Charles River Basin, a beauty spot and recreational area in the heart of the metropolitan district, is the first and only one of its kind in the United States, and the second in the world, preceded only by that at Hamburg, Germany. A second recreational basin is being formed at the confluence of the Mystic and Malden Rivers, where a \$17.2 million dam is being constructed to provide flood protection for communities to the north of Boston.

The Metropolitan District Police, because of the varied nature of the Commission's activities and responsibilities, is one of the most diversified in the nation.

Rivers and harbor island installations require officers skilled in handling boats; huge tracts of parks and woodlands call for mounted officers; a K-9 corps has been formed to search for lost persons, track criminals and search for articles involved in crimes; a Scuba unit is a necessity since the police have more beaches, rivers, lakes, reservoirs and islands under their jurisdiction than any department in the nation---all these in addition to regular detective, traffic control, foot and motor patrol units.

## NATURAL RESOURCES

Timber, the codfish and an abundance of waterpower made the prime contributions to the early economic life of Massachusetts. The colonial settlers took advantage of timber supplies and marine fishing to develop trading and shipbuilding. Use of the ample supply of water power in the early 1800's gave the State a lead in industrial development.

Although the people of the Commonwealth are more dependent on industry than on natural resources today, marine fishing and the tremendous development of vacation-travel--now the second largest business---which utilize natural resources continue to be of major importance to our economic health.

It is in comparatively recent years that there has been realization that the use of nature's bounties requires some regulation by the State.

The first efforts in the field of conservation were made only when the State had experienced the population growth and urban and industrial expansion of the late 19th and early 20th centuries. The first acquisition in the State park system was made in 1898 when Mt. Greylock was set aside for the perpetual use of the people.

The Department of Conservation, established in 1919 was a merger of offices established through the years as needs in that area became apparent. It was not until 1953 that the present Department of Natural Resources was created on recommendation of the Special Commission on the Structure of the State Government.

In the intervening dozen years, the newly structured department has made great advances notably in the development of parks and forest reservations for the enjoyment of the State's citizens and the increasing thousands of visitors.

Local Conservation: With a view to encouraging preservation of natural resources at the local level, Massachusetts became the first State to establish local agencies under city and town governments to administer local resources. Less than five years has seen local conservation commissions grow from a dozen to more than 200 representing 60 percent of the cities and towns of the Commonwealth.

The first state to assist local communities in acquiring land for recreation and conservation purposes, Massachusetts two years ago established the Self Help Conservation Program which, through reimbursements, has accounted for the reservation of 2000 acres of land for public use and enjoyment. This program is spreading rapidly through New England and the nation.

Pesticides: The Division of Fisheries and Game began in 1960 to equip the first pesticide testing laboratory operated by a state conservation agency, to measure the threat to fish and wild life resources of unregulated use of chemicals for insect control. Facilities were so developed that two years later the United States Public Health Service awarded a grant to further the studies then in progress. Since that time more than \$100,000 has been received or obligated in gifts and grants to maintain the laboratory.

The State was one of the first to establish a coordinated, official agency to supervise application of pesticides. The Board is composed of State agencies concerned with pest control. Following intensive training, public employees and citizens engaged to apply pesticides to lands of another person, are tested and licensed to perform this function.

A management program was established this year to improve the quantity and quality of marketable timber in State forests and to increase the dollar value of the State's holdings. Three teams of six students were assigned to supervisory foresters to make a forest inventory and increase forest improvement operations. Data processing equipment was used to make computations from the information gathered, with substantial savings in time.

#### PUBLIC WORKS

The first state highway department in the United States was organized here in 1893 as the Massachusetts Highway Commission, later the Department of Public Works.

The first internal combustion automobile in the nation was operated in Springfield in the same year, an omen of the present race to expand the highway system to accommodate the increasing number of motor vehicles (now 2,000,000 in Massachusetts).

By 1900, 316 miles of road had been laid out as State highways. When the Legislature created the Department of Public Works as successor to the Commission in 1919, there were 1300 miles of State highway and 275,000 motor vehicles.

Mohawk Trail: One of the first great construction projects carried out by any state highway department was the section of the Mohawk Trail between Greenfield and the New York State line. The famous "hair pin turn", built in 1912, was an engineering marvel of the time--and still is. Foresight of its engineers is shown in the retention of the natural beauty of the locale, which more than fifty years later remains a major tourist attraction of the State.

Prime aims of the Department, which now has constructed 2500 miles of State highway and adds to them at a rate of more than \$100,000,000

a year, have been preservation of the natural beauty spots of Massachusetts and the elimination of highway hazards. The Department pioneered as early as 1934 in research on vehicle impact on various types of guard rail. Tests were conducted at Worcester to determine protective qualities of rails at the then considerable road speed of 45 miles per hour. Research has continued to determine the safest type of barriers for road sides and median strips.

Computers and Highways: Cooperation with the great educational institutions of the State has been sought and received by the Department. It is the only state highway agency which has the advantage of direct use on a time sharing basis of a giant computer such as Massachusetts Institute of Technology's 7040. The Institute's line plotter, a "mechanical draftsman", is also available to the Department and is currently drawing plans for several sections of highway at a vast saving in manpower.

It has pioneered in the use of electronic devices for engineering as well as administrative purposes. The "tellurometer", a device akin to radar, was introduced in 1958 for use in field surveys.

Air Rights: Massachusetts became the first state to use air rights over an Interstate highway when it secured permission from the Federal Bureau of Public Roads for the erection of a new city hall for Fall River over I-195. Further use of air rights in urban areas is expected to restore to cities tax base property displaced by highway takings.

The State established one of the first separate highway snow and ice control units in the country, with the result that its highways are cleared in a matter of hours after storms with substantial savings in time and lives.

### SAFETY

The Commonwealth was the first State in the nation to create a law enforcement agency with police powers effective everywhere within its boundaries. The State Constabulary, forerunner of the present Department of Public Safety, was established by the Legislature in 1865.

Originally authorized to enforce the prohibition law then in effect, it soon acquired other duties such as the difficult task of keeping the peace at meetings held by the then considered radical anti-slavery groups in opposition to the moderate reconstruction policy sponsored by the Federal government. Patrolling of highways, inspection of buildings, fire prevention and investigation of subversive activities were duties added with the passing of the years.

The increase in the number of automobiles brought about establishment of a precursor of the Registry of Motor Vehicles, in 1893 and proliferation of power boats was followed by the creation of the Division of Motor Boats in 1960. These agencies were given the authority to register land and water carriers, to regulate their use and to enforce laws enacted for the protection of the public.

Department of Public Safety: The State Constabulary was organized on May 16, 1865, the first law enforcement agency in the United States to be given State-wide powers. The legislation authorized the Governor to appoint a State Constable with twenty deputies in Suffolk County and one in each other county. This was the precursor of the present thousand-member Department of Public Safety, which combines police work with a number of other duties relating to the safety of the public.

Efforts of the constables to enforce an unpopular prohibition law led to efforts to abolish the Force in 1871, 72 and 73. The organization survived and in 1875 was reconstituted as the State Detective Force charged with the duty of aiding the attorney general, district attorneys and magistrates in procuring evidence for the detection of crime. State detectives assist the district attorneys to this day.

Building Inspection: Additional duties, calling for the inspection of public buildings and factories for methods of accident protection and means of escape from fire, were assigned to the detectives next year. These duties eventually evolved into the Division of Inspection, which performs little known functions in safeguarding places of assembly that are as important to the general safety of the public as any carried out by a State agency.

The agency became the District Police in another reorganization in 1879 and forty years later, in the restructuring of State government the Department of Public Safety with State Police, Fire Inspection and Inspection Divisions, was created.

The organization familiarly known as State troopers came into being in 1921, when the Legislature authorized appointment of fifty uniformed State Police Officers. The number has been increased to 522 officers.

The Division of Fire Prevention is unique in the nation in that its inspectors are all trained police officers qualified to determine the origin of a fire, ascertain whether it was of incendiary origin and conduct an investigation to detect the perpetrators. They are also charged with elimination of fire hazards and enforcement of laws pertaining to fire safety in buildings of all kinds.

When two police women were enlisted in 1930, they became the first female members of any state police agency in the United States. There are now seven. The policewomen have proven the value of the Massachusetts experiment by success in investigation of juvenile cases and crimes involving morals.

State Police Headquarters in Boston is the clearing house for police information throughout New England. It also serves as the auxiliary communication system of the State Civil Defense Agency.

The State Police Academy, established in 1921, is credited with furnishing many of the concepts later embodied in the curriculum of the training school of the Federal Bureau of Investigation.

Registry of Motor Vehicles: The Registry was given its present name in 1919 and became an independent division of the Department of Public Works in 1946 within the structure of but not subject to control by that agency.

Massachusetts has pioneered in the development of motor vehicle laws and in particular those governing licenses to operate. Some of these: a written examination for a learner's permit which must be passed before an applicant is eligible for a behind-the-wheel test; licenses for school bus operators; commercial driver school licenses; driver education teacher licenses and special certificates for ambulance drivers.

A special section for handicapped drivers has been emulated by many states throughout the country. Massachusetts, shortly after World War II, was the first State to license a paraplegic veteran of the conflict.

One of the first states to have driver education, Massachusetts in 1952 received the first Award of Excellence for such a program granted by the Association of Casualty and Surety Companies. Programs of driver education are now given in 229 schools throughout the State.

Compulsory Car Inspection: The first compulsory motor vehicle inspection program in the United States was established here in 1930. Widely copied, the semi-annual inspection system here is considered to be the most advanced of any in the field of vehicle safety.

The "Slow Down and Live" pilot program was conducted here and continues successfully today. The several Registrars have enlisted wholehearted cooperation of news media, particularly at the dangerous holiday seasons, in the presentation of safety messages and it is estimated that radio, television, outdoor advertising and the press annually donate the equivalent of \$4 million dollars in advertising space and time to the campaign for highway safety.

Safety Education: The Registry has pioneered in in-service training to promote safety by establishing a training academy for new enforcement officers. With the cooperation of Northeastern University, it has developed courses for commercial vehicle fleet and maintenance supervisors and for further training of truck drivers. Working with the Massachusetts Department of Education, the Registry has developed university extension courses for drivers under 25 and for teachers. Supervision is given to courses in driver education at colleges and universities within the State.

Massachusetts has pioneered in mechanization of its records of car registrations and drivers licenses. The State is one of the first to use tabulating equipment for issuance of suspension notices.

The State, using data processing equipment, initiated an accident repeater program to list the number of accidents in which a driver is involved. Another program permits retention of warning notices for minor violations. After three such notices, a suspension notice is issued.

The Registry computer operation also serves the cities and towns of the State by performing for them automobile excise tax billing amounting to more than \$100 million.

The State was the first to have compulsory automobile insurance as a protection of the public against highway negligence.

Motorboats Division: During only five years of existence, the Division has won three major awards, national, New England and State for excellence in promoting State boating. The National Gold Cup Award, for which the recipient is selected by the United States Coast Guard, the Coast Guard Auxiliary, the United States Power Squadrons, the American Water Ski Association and the American Power Boat Association, is a highly prized trophy. The Division has also received the Ship's Bell Trophy of the New England Marine Trades Association and the Safety-at-Sea award of the Randy Boat Shoe Corporation.

Division enforcement and hearings officers are required to take courses in boarding procedures, advanced boating, water safety, fish and game laws and harbormastership.

Safe Boating Courses: Meeting its obligation to conduct educational programs, the Division will meet requests by 120 school superintendents to conduct courses in their communities during the 1965-66 school term. The first safe boating merit badge of the Boy Scouts of America has been established by Scout officials in cooperation with the Division.

Massachusetts is the only New England state to issue courtesy tags prior to the boating season to assist boaters to avoid notices from the Coast Guard or the Division during the season. The Division provided the leadership which brought the National Stock Outboard Championship races of 1963 and the National Water Ski Championships of 1964 to Massachusetts for the first time. These events had national press and television coverage.

### REGULATORY AND REGISTRATION AGENCIES

Regulation of certain trades and professions dates back to the medieval guilds, and Massachusetts, like every other state, has set up machinery to control admission to certain occupations so that only qualified practitioners may engage in them.

The usual method is by the establishment of boards of registration. The Commonwealth has twenty such boards, established throughout years as the need became apparent. The Board of Registration of Radio and Television Technicians is the latest of these, established in 1963, the second of its kind in the United States.

The various boards are gathered administratively under the Division of Registration of the Department of Civil Service and Registration. Conversion of license renewals to the data processing system is a recent major achievement of the Division, with the thousands of license applicants benefiting from more efficient and expeditious service.

Valuable statistical data is made available including alphabetical and geographical lists of registered and licensed practical nurses, pharmacists, drug stores and dental hygienists. This information has been furnished to the Civil Defense Agency as a means of making these specialists more readily available in the event of disaster.

Hospital Costs and Finances: Massachusetts was the first State to achieve uniform accounting and cost analysis in all hospitals; the first to develop a uniform system of cost-finding in hospitals applicable to all public-aided, industrial accident and Blue Cross patients; the first to audit the books and records of all hospitals to assure accuracy in cost and charge reporting to the Commonwealth and the first to provide annually comparative department cost data to all hospitals as an aid to hospital management.

Rate Setting Board: Convalescent or nursing homes and rest homes have rates established for their care of State-aided patients by a legislatively established Rate Setting Board. The Board devised a uniform system of reporting income and expenses by the institutions which is the first of its kind in the country. The report procedure has been copied in a number of other states.

A comprehensive appeal procedure, the first in the nation, was developed as insurance that rates established are fair to both the home operator and the public.

Massachusetts is the only state in which field auditors visit the homes to ascertain that an accurate per diem cost per patient is obtained. A classification system with inspection for conformance will be completed by January, 1966.

#### RETIREMENT

Massachusetts was the first state in the nation to establish a retirement system for its public employees, setting it in operation in 1912. The protection afforded by this oldest retirement system remains the best available in any State.

#### WELFARE

The Department of Public Welfare now discharges for the Commonwealth most of its responsibility for social work, but it was nearly 250 years after the establishment of the Bay Colony that the State assumed an active role in caring for its poor.

In the earliest days, care of the poor was among the duties of the selectmen and in some of the smaller towns this prevails today. Larger communities soon adopted the English system of electing overseers of the poor, Boston taking this step in 1691, following the erection of the first almshouse in 1660.

Even in the first half century of colonial life it was found that poor relief could not be left entirely to the local community--mainly because of the problem of "settlement". In 1675 a special act, providing relief for persons without legal settlement rights in a town, vagabonds and foreigners was the beginning of State responsibility for aid to the poor in America. It was not for nearly two more centuries that the State took a broad role in caring for the needy. Immigration and the change from handcraft to machine industry brought poverty and destitution to many and increasing public concern about more humane treatment for the insane and handicapped brought about a more far reaching concept of welfare. A State system of three almshouses was established.

Board of Charities: A Board of State Charities was created in 1863--the first development in the supervision of charitable institutions by any State. Dr. Samuel Gridley Howe, one of the most important men in the history of American philanthropy, was the moving spirit behind this concept which provided a permanent administrative body to take over tasks with which the legislature had been burdened.

An 1874 reorganization set up a Board of Health, Charity and Lunacy. The health and insanity functions were separated in 1886 and 1898, and in 1919 the duties of the original Board of State Charities were turned over to the Department of Public Welfare.

New Programs: The Department has consistently been in the lead nationally in adoption and implementation of new programs and the development of broadened approaches to the problems of assistance.

Some achievements:

Massachusetts was the first state to provide a comprehensive medical care program under the Kerr-Mills Bill and was the second state in which this program became operative. The State is one of the very small number which provides complete medical care to all assistance recipients regardless of category.

The Commonwealth was the first to provide social services to families and individuals under 1962 amendments to the Social Security Act.

The State was the first to enact the Disability Assistance program which provides for needy disabled persons between 18 and 65 years of age.

Child Care: The State pioneered in the care of children in several ways. It was the first to legalize adoption of children; first to remove children from almshouses; first to protect the interests of parentless children who had been indentured; the first to place children in foster family homes and to develop the philosophy and practise of foster family care; the first to outlaw baby farms and require licensing of families which board children.

The State pioneered in 1948 with legislation tying public assistance grants to the Cost of Living Index. Massachusetts is consistently among the top five states in adequacy of monthly assistance grants. The State was the first to permit retention of earned income for higher education by children in aid for dependent children families. When this change was made in 1962, doubts were expressed by the Federal Department of Health, Education and Welfare but this agency last year revised its requirements to adopt the Massachusetts plan virtually in toto.

The Department provides a full time on-going staff development program to improve caliber of work of both its own employees and local welfare personnel.

## YOUTH SERVICES

Massachusetts was early to recognize the necessity of different handling of juvenile and adult offenders in the courts and correctional institutions. It was to be expected, therefore, that the State would be among the first to adopt a Youth Service Act patterned after a model statute developed by the American Law Institute.

The act, passed in 1948 and effective on January 1, 1949, established a Youth Service Board and laid emphasis on programs of prevention and improvement of all services to youth rather than mere correction of delinquency. The Board was reorganized as the Division of Youth Services in the Department of Education in 1952 and was given expanded powers, especially in the field of prevention, in 1955.

Counselling: The State in that year established the School Adjustment Counselling Program, antedating by years the current national concern in this social area. The program provides trained, experienced counsellors in grades one through eight to detect maladjusted children and take the necessary steps to prevent failure or worsening behavior. The State reimburses the local communities \$4500 for the first such counsellor and \$2250 for each additional one, reserving the right to determine the personal and professional qualification of each. The program provides a direct attack on the sources of delinquency and offers an effective and economical school service to aid disadvantaged children through a preventive program. There are now 127 counsellors in 97 cities and towns handling more than 4000 serious cases of maladjustment.

Detention: The Detention System is another Massachusetts first. It provides State supported facilities for the safe-keeping of juveniles who have been arrested and are awaiting or arraignment. This service is provided on a regional basis in several areas of the State. The system also is equipped to offer a study service to the courts which makes available, at the judge's request, diagnosis and recommendations to aid him in making a sound decision in a juvenile case.

When for good reason, it is necessary to hold juveniles in police stations overnight, the Commonwealth has established standards for quarters in which they may be kept. Bars are eliminated, proper bedding provided and contact with adult offenders avoided. Massachusetts is the only State to have such standards and to enforce them by regular inspection.

The Educational Counselling Program is a Massachusetts first of great significance. The Division has developed it in a realistic attempt to prevent repetition of offenses and reduce institutionalization.

Carefully selected counsellors, with case loads limited to twentyfive, conduct after-care programs in the communities, offering help, control and continuity of attention. Value of the program is shown by the annual per capita cost of \$500-\$600 as opposed to \$3300 in an institution. The program, in operation since October, 1964, has included 100 boys who would otherwise have been housed at Lyman School. In addition to the rehabilitative benefits, the program has a potential of \$250,000 in savings annually.

### THE STATE HOUSE

Center of the governmental authority which sanctioned, encouraged and financed these great accomplishments is the Bulfinch designed State House on Beacon Hill, begun in 1795 and occupied in 1798, of which Lord Coleridge, England's chief justice, wrote in 1883, 'the State House is the most beautiful building in the country. At Washington, at Albany, at Chicago and elsewhere, you see much grander and more costly structures; but this is in perfect taste and proportion; every interspace the right size, every moulding right, every decoration refined--a sort of Adams architecture of noblest type..... The situation is noble and has been made the best of.'

The State House has witnessed many achievements in progressive government. From the office of its Governors and the chambers of its legislative bodies have emanated many of the grand concepts and great ideas which built the United States of America and provided for the well being of its people.

It was the center of the movement for the abolition of slavery and the establishment of equal rights; before its majestice entrance marched the Massachusetts volunteers, the first to respond to President Lincoln's appeal after the firing on Fort Sumter; in the chambers of the General Court the Australian ballot was adopted in 1888 (other states quickly followed this electoral reform); the Constitutional Convention of 1917-19 was held there and modern government in Massachusetts established through its deliberations.

There, in the legislative halls the fourth Massachusetts man to be chosen President of the United States, John Fitzgerald Kennedy, in 1961 recalled the words written by Governor John Winthrop in 1630: 'We shall be as a city upon a hill, the eyes of all people are upon us.'





